

R E P O R T

OF THE

SANITARY COMMITTEE

TO THE

COMMISSIONERS OF SEWERS OF THE CITY OF LONDON,

WITH

REPORTS

OF THE

MEDICAL OFFICER OF HEALTH

AND THE

ENGINEER,

ON

SLAUGHTER-HOUSE BYE-LAWS;

AND

AN APPENDIX,

CONTAINING

A COPY OF THE BYE-LAWS BEFORE PROPOSED,

AND OF A COMMUNICATION FROM THE LOCAL GOVERNMENT
BOARD IN REFERENCE THERETO.

LONDON:

CHARLES SKIPPER & EAST, PRINTERS, ST. DUNSTAN'S HILL, E.C.

1876.

*At a Meeting of the Commissioners of Sewers
of the City of London, held at the
Guildhall, on Tuesday, the 8th day of
June, 1875,*

JOHN STAPLES, ESQ., IN THE CHAIR.

A Report from the Sanitary Committee (WILLIAM CLEMENTS, Esq., Deputy-Chairman), dated this day, was read—

Relative to Reports from the Medical Officer of Health and the Engineer upon Slaughter-house Regulations, and asking authority to print such Reports, for the use of the Committee only in the first instance, to facilitate the due consideration thereof.

AGREED TO, AND ORDERED ACCORDINGLY.

ORDERED ALSO—

That when the Committee shall have considered the said Reports, the same be printed, together with their Report thereon, and be circulated amongst the Members of this Court.

HENRY BLAKE,
Principal Clerk.

REPORT

OF THE

SANITARY COMMITTEE.

TO THE HONOURABLE THE COMMISSIONERS OF
SEWERS OF THE CITY OF LONDON.

WE whose hands are hereunto set, your Sanitary Committee, to whom on the 11th of May last it was referred back further to consider our Report, delivered in on that day, on the Letter from the Local Government Board relative to the proposed Bye-laws for Slaughter-houses, and the communication from certain Owners of Slaughter-houses addressed to that Board, with instructions to direct the Medical Officer and the Engineer to view the Slaughter-houses in Aldgate, and report as to the works necessary to render them suitable to be continued as Slaughter-houses, DO CERTIFY that we proceeded therein ; and having, with the Medical Officer and the Engineer, viewed the Slaughter-houses in Aldgate High Street, we requested those Officers to report thereupon, which they did on the 1st of June, and on the 8th of June we obtained the

sanction of your Honourable Court to print such Reports, that we might the more thoroughly consider the same, and you were then pleased to direct that, so soon as we had considered them, they should be printed, together with our Report thereon, and be circulated amongst the Members of your Honourable Court.

With a view still further to assist our deliberations in regard to the said Reports and the Regulations to be laid down for the management of Slaughter-houses within the City, we made a careful inspection of the Slaughter-houses attached to the Foreign Cattle Market at Deptford, and we also had before us the Bye-laws made by the Metropolitan Board of Works for the government of Slaughter-houses in the Metropolis, exclusive of the City.

The great difficulty we had to contend with was in making suitable regulations for Slaughter-houses generally that should be applicable to the circumstances of certain of those already existing within the City of London.

For instance, in six of the Slaughter-houses in

Aldgate High Street, the only access is over the public footway and through the shops, which are very low in the ceiling and very narrow ; and, probably owing to the extremely limited space, it is a constant practice in the Aldgate Slaughter-houses to hang the carcasses in the place where the animals are killed and dressed.

With the help of the suggestions contained in the Reports of the Medical Officer and the Engineer, we further considered the proposed Bye-laws, and the objections raised by the owners of Slaughter-houses thereto.

We also considered the provisions referred to in the Letter of the Local Government Board of the 21st April last as having "been strongly recommended to the Board," and with the exception of that relating to the supply of water in the Pounds or Lairs, which, we were advised, would be objectionable, it appeared to us that such provisions would be for the most part very desirable in framing rules for new Slaughter-houses, but some of them could not be applied to existing circumstances without causing the entire demolition of many of the Slaughter-houses now existing within the City of London.

Under these circumstances we directed the Clerk to write to the Local Government Board to ask for an interview, that we might place the difficulties before that Board and receive their advice as to whether, in framing Bye-laws, regard should be had to existing Slaughter-houses, or only to what might be generally considered suitable regulations for such places; and with a view to acquire additional control in regard to the regulation of Slaughter-houses, it was agreed at such interview to ask for an Order in Council granting power to your Honourable Court to issue fresh Licences, “without which “no Slaughter-house should be allowed to exist,” as recommended in the Report of the Medical Officer of Health (page 29).

To our request for an interview with the Local Government Board, we received the following reply:—

“WHITEHALL, S.W.,

“15th July, 1875.

“SIR,

“I am directed by the Local Government
“Board to acknowledge the receipt of your Letter

“ of the 29th ultimo, and to state that the engagements of the President do not enable him to fix a day when he can confer with the Commissioners of Sewers on the subject of your Letter.

“ If, however, the proposed Deputation can make it convenient to attend here on Monday next, at 12 o'clock, the Board will arrange that Mr. Lambert and Mr. Lumley shall receive them.

“ I am, &c.,

“ DANBY P. FRY,

“ *Assistant Secretary.*

“ H. BLAKE, Esq.”

We accordingly had a conference with the Officers of the Local Government Board, and fully explained to them the difficulties of the case, and at their request that we would send a written reply to the Letter from the Local Government Board of the 21st April, with a statement of the difficulties urged at the interview, for the consideration of the Local Government Board, we caused a Letter to be forwarded as follows :—

“SEWERS OFFICE, GUILDHALL,

“26th July, 1875.

“SIR,

“In accordance with the request made at the
 “interview of a Deputation of the Commissioners
 “of Sewers of the City of London with Mr. Lambert
 “and Mr. Lumley of your Board, on the subject of
 “the Bye-laws proposed by the Commissioners
 “under the provisions of the Slaughter-houses
 “(Metropolitan) Act, 1874, I beg to forward
 “in writing the questions discussed on that
 “occasion.

“The Board in their Letter of April 21st, submit
 “for the consideration of the Commissioners certain
 “‘provisions which have been strongly recommended
 “‘to the Board,’ one of the first of which is *that*
 “*the approach to a Slaughter-house shall not be*
 “*through any Dwelling-house or Shop.* If the
 “Commissioners approve the suggestion and frame
 “a Bye-law to this effect, the result would be to
 “close six out of twenty-four Slaughter-houses in
 “Aldgate.

“ Under these circumstances the Commissioners
 “ desire to have the opinion of the Board :—

“ If the Bye-laws of the Commissioners should
 “ be framed on general principles proper for
 “ all Slaughter-houses ; or, if they should be
 “ made with reference to the Slaughter-houses
 “ in the City, the continued occupation of which
 “ is sanctioned by the Act of Parliament.

“ The Commissioners also desire to have the
 “ opinion of the Board :—

“ If the words of the Act relating to ‘ Struc-
 “ ‘ ture of Premises ’ give the Commissioners
 “ power in case of need to order Slaughter-
 “ houses to be taken down for the purpose of
 “ being rebuilt.

“ The Commissioners submit that it would be for
 “ the public advantage they should have the power—

“ To call for the production of Plans for their
 “ approval when Slaughter-houses are about to
 “ be rebuilt ;

“ To issue Licences for Slaughter-houses
 “ annually ;

“To have authority over Cow-sheds in the
 “City, similar to that exercised in the Metro-
 “polis by the Metropolitan Board of Works.

“The Commissioners wait the reply of the Board
 “before considering the objections from certain
 “owners of Slaughter-houses.

“I am, &c.,

“HY. BLAKE, *per* H. M. B.,
 “*Principal Clerk.*

“DANBY P. FRY, Esq.,

“*Assistant Clerk,*

“*Local Government Board.*”

To which we received the following reply:—

“WHITEHALL, S.W.,

“9th August, 1875.

“SIR,

“I am directed by the Local Government
 “Board to acknowledge the receipt of your Letter
 “of the 26th ultimo, relating to the Bye-laws
 “proposed by the Commissioners of Sewers of the
 “City of London, under the provisions of the
 “‘Slaughter-houses, &c. (Metropolis) Act, 1874.’

“ The Board have given their attention to the
 “ questions submitted to them by the Commissioners,
 “ and though they have no authority to expound
 “ the Statute judicially, they will not decline to
 “ express their opinion upon the questions re-
 “ ferred to.

“ The Board are of opinion that the Com-
 “ missioners should make Bye-laws appropriate to
 “ the Slaughter-houses which now exist in the City
 “ of London, as well as for those which may be
 “ established hereafter, and they think that the
 “ Bye-laws should be so framed as to have due
 “ regard to each class of cases.

“ It appears to the Board to be competent for
 “ the Commissioners to prescribe laws as to the
 “ construction which will be of much use and value
 “ in reference to the state and condition of existing
 “ houses, and at the same time to make others which
 “ will deal more exclusively with houses about to be
 “ established anew.

“ The Board very much doubt whether it could
 “ be held in a Court of Law to be reasonable that
 “ the Commissioners should by any Bye-law require

“ an existing Slaughter-house to be pulled down,
 “ rebuilt, or should make such requisitions as would
 “ necessitate the pulling down and rebuilding of an
 “ existing Slaughter-house, though such requisitions
 “ might be very proper in the case of a Slaughter-
 “ house to be newly-built or established.

“ As to the other matters to which the Com-
 “ missioners refer, the Board can only say that they
 “ have no authority to sanction the exercise of any
 “ power not already possessed by them, and the
 “ Board understand that the Commissioners have no
 “ power to license Slaughter-houses annually, nor to
 “ exercise supervision over Cow-sheds.

“ As regards the submission of Plans of new
 “ buildings prior to the erection of a Slaughter-
 “ house, the Board recommend the Commissioners to
 “ consult their legal adviser as to whether a Bye-
 “ law requiring a reasonable notice and submission
 “ of Plans prior to the building might not be framed
 “ under the Act of the last Session.

“ I am, &c.,

“ DANBY P. FRY,

“ *Assistant Secretary.*

“ HENRY BLAKE, Esq.”

Having, with the aid of this additional information, further considered the whole question, we referred it to the Solicitor, the Medical Officer, and the Engineer, to consider the communications from the Local Government Board, and draw up and submit to us suitable Bye-laws for Slaughter-houses, both new and existing.

This having been done, we very carefully considered and revised the same, and we now beg to recommend that the Bye-laws approved by your Honourable Court on the 1st of December, 1874 (see Appendix, page 43), and subsequently submitted to the Local Government Board, be repealed, and that the following Bye-laws be substituted, and be advertised, in accordance with the provisions of the Act of Parliament, and be sent to the Local Government Board for confirmation.

BYE-LAW I.

That each Slaughter-house be paved with asphalte, laid with proper slopes and channels towards a trapped gully, and, where practicable, such gully shall be outside the Slaughter-house and Pound.

BYE-LAW II.

That each Slaughter-house be drained by a glazed pipe drain, not less than six inches in diameter, set in concrete and jointed in cement, or otherwise made impermeable, and communicating directly with the public sewer. That the gully at the inlet to the drain be trapped with a stoneware syphon-trap, or other trap of approved material and construction, and be covered with a grating, the bars of which shall not be more than three-eighths of an inch apart; the grating to be fastened with a lock and key, and kept at all times locked, unless opened for cleansing or repair.

BYE-LAW III.

That no catchpit or receptacle for blood, dung, offal, or other refuse, and that no water-closet, privy, or urinal, nor any opening to such places, be permitted to remain or be constructed within any Slaughter-house or Pound.

BYE-LAW IV.

That each Slaughter-house be provided with adequate cisternage and water supply, or, where practicable, with a *constant* supply of water, and such arrangement of pipes as will enable the pavement and the walls to the height of 7 feet 6 inches to be conveniently and quickly washed.

BYE-LAW V.

That each Slaughter-house be separated from any adjoining Slaughter-house in a different occupation by a brick wall, of at least nine inches in thickness, extending from the ground to the roof, so as effectually to shut off all atmospheric communication between it and the adjacent Slaughter-house.

BYE-LAW VI.

That the inner surface of the walls of every Slaughter-house be covered with slate, stone, or other hard, smooth, impervious material, to the height of 7 feet 6 inches, and that above this height to the roof the walls be cemented.

BYE-LAW VII.

That each Slaughter-house be provided with adequate lairage or poundage, separated from the slaughtering space by a closed partition, extending from the floor to the roof, formed of brick, stone, slate, or other similar material, having a smooth impervious surface, to a height of at least 7 feet 6 inches from the floor. That in all cases where from the present plan of the premises a door is needed between the Lair or Pound and the slaughtering space, such door be provided with spring hinges, and be kept closed when not open for the passage of cattle, but that where other means exist of taking cattle from the Lair or Pound into the Slaughter-house, without passing through shops, or over important public ways, no door shall exist between the Lair or Pound and the Slaughter-house.

BYE-LAW VIII.

That where any Slaughter-house or Pound cannot be sufficiently ventilated by openings on to the public ways, or on to other open places, it shall be

ventilated from the roof which shall be so constructed as to admit freely of the escape of air, and that rings for burning gas be fixed in the roof so as to increase the upward current when alight, and that both Slaughter-house and Pound be properly lighted either from the public ways or other open spaces, and where that be not practicable, then from the roof.

BYE-LAW IX.

That each Slaughter-house and Pound be thoroughly washed over the entire surface of the walls to the height of 7 feet 6 inches, and over the whole surface of the floor directly after slaughtering is completed, or, at least once in every 24 hours.

BYE-LAW X.

That the internal surface of the roofs and upper portions of the walls of the Slaughter-houses and Pounds above the 7 feet 6 inches of impermeable surface be washed with quicklime at least once every month.

BYE-LAW XI.

That rooms situated over a Slaughter-house, Pound, or Lair, be not inhabited under any pretext whatever, and that no rooms or lofts be constructed anew over any Slaughter-house, Pound, or Lair.

BYE-LAW XII.

That every Slaughter-house be at all times provided with a sufficient number of movable receptacles having tightly-fitting covers, for the purpose of receiving and conveying away all blood, garbage, filth, and other offensive matter.

BYE-LAW XIII.

That in each Slaughter-house immediately after the killing and dressing of cattle, the occupier cause all blood, garbage, filth, and other offensive material to be placed in the covered receptacles, mentioned in Bye-Law 12, and the same, together with all fat, hides, skins, and tripe, be removed from the premises daily, between the hours of 7 P.M. and 7 A.M.

BYE-LAW XIV.

That blood and garbage be not permitted to flow into the public sewer.

BYE-LAW XV.

That no Slaughter-house or Pound be used for any purpose other than that for which it is licensed, and that no slaughtering be conducted within public view.

BYE-LAW XVI.

That no dead meat be kept in any Pound or Lair; and that no calves or pigs be kept in any Slaughter-house, Pound, or Lair, between the hours of 8 P.M. and 7 A.M.

BYE-LAW XVII.

That the occupier of a Slaughter-house shall not keep, or permit to be kept, any cattle in a Slaughter-house, Pound, or Lair, excepting for the time absolutely necessary previously to slaughtering,

and shall not permit to be slaughtered therein any animal that is not intended to be used for, or is unfit for, human food.

BYE-LAW XVIII.

That in case of any diseased or unsound cattle being brought to a Slaughter-house, Pound, or Lair, the occupier shall forthwith give information thereof to the Medical Officer of Health of the City of London.

BYE-LAW XIX.

That occupiers of Slaughter-houses shall give information of the presence of any carcases of calves of less than three weeks old, or less than 48 lbs. in weight, to the Medical Officer of Health of the City of London.

BYE-LAW XX.

That the Commissioners of Sewers of the City of London and their Officers shall have free access to any Slaughter-house, Pound, or Lair, within the City at any time that slaughtering is going on, and, at all times, at reasonable hours.

BYE-LAW XXI.

That every person occupying a Slaughter-house shall cause the works needful for complying with these Bye-Laws to be forthwith executed, and when completed shall not permit any alteration to be made in them without the sanction of the Commissioners of Sewers of the City of London, and that the whole of the works and regulations be carried out to the approval of the Medical Officer of Health.

BYE-LAW XXII.

That if the occupier of any Slaughter-house break any of these Bye-Laws, or omit or neglect to perform any of the provisions thereof, he shall be liable to a penalty for any one offence of a sum not exceeding Five Pounds, or in case of continuing the offence the sum of One Pound for every day during which such offence is continued after conviction for the first offence.

BYE-LAW XXIII.

A Court of Summary Jurisdiction may by Summary Order suspend or deprive any occupier of a Slaughter-house altogether of the right of carrying on any such business, as a penalty for the breach of any one of these Bye-Laws.

BYE-LAW XXIV.

That in the foregoing Bye-Laws the word Slaughter-house shall be understood to mean the place in which animals are slaughtered.

The word Pound shall mean the space adjoining the Slaughter-house, in which a small number of animals are placed prior to being slaughtered.

And the word Lair shall mean the place where animals are retained before being taken into the Pound.

BYE-LAW XXV.

That a copy of these Bye-Laws be affixed and retained in a conspicuous place in every Slaughter-house, and be from time to time renewed, so as to be always perfectly clear and legible.

All which we submit to the judgment of your Honourable Court.

Dated this 22nd day of February, 1876.

FREDERICK COX.

W^M. CLEMENTS.

J. STAPLES.

W. C. FOWLER.

H. HICKS, Junr.

R. F. POTTER.

REPORT

OF THE

MEDICAL OFFICER OF HEALTH.

TO THE SANITARY COMMITTEE OF THE HONOURABLE THE COMMISSIONERS OF SEWERS OF THE CITY OF LONDON.

SEWERS OFFICE, GUILDHALL,
MEDICAL DEPARTMENT,

1st June, 1875.

GENTLEMEN,

In response to your directions that I should consider further upon the condition of the Slaughter-houses in Aldgate, and offer suggestions for their continuance under the necessary restrictions and Bye-laws prescribed by you, in conformity with the powers given by the Slaughter-house Act of 1874, I beg to report as follows :—

There are 24 Slaughter-houses in Aldgate, which, with one or two exceptions, are situated side by side; all of these have a direct communication with a shop facing the High Street, and six of them have no other

means for the entrance of cattle than by their passing across the public footways and through the shop. These shops are for the most part low in ceiling height, and very narrow in frontage, one being but 9 ft. wide, two 10 ft., one 10 ft. 6 in., two 11 ft., and so on. In some of them the Slaughter-house widens in the back part of the premises, but in several, viz., at Nos. 55, 58, 59, 60, 68, and 73, the whole business of a retail butcher and slaughterer is conducted in the narrow strips above quoted.

The Committee, having viewed these places, will recollect that at No. 73, where the extreme width of the Shop and Slaughter-house was but 9 ft., there was no room to pass up and down the Slaughter-house when the carcasses of the slaughtered animals were hanging, excepting by moving sideways, and that the atmosphere of the place was pervaded by a hot, moist, sickening vapour, for want of thorough ventilation; you must also have remarked upon the general state of disrepair of the whole of these Slaughter-houses, the dilapidated roofs, the blood-stained and filthy state of the side walls, the uneven and broken condition of the flooring, the imperfect, totally inadequate, and badly placed water supply, the

large accumulations of dung, offal, and blood, and the defective and sluggish drainage, down the gratings of which you could not fail to have seen a plentiful flow of liquid manure, which the man in charge was industriously sweeping into the sewers, to their great pollution ; all these indicate a state of neglect which could only have arisen from a consciousness on the part of the owners and occupiers that the Legislature intended to abolish such places as private Slaughter-houses upon the expiration of the Act of 1844.

By the 55th section of the Act of 1844, 7th and 8th Vict., c. 84, it was declared that no slaughtering of cattle should be allowed in any premises “nearer than “ 50 ft. from a dwelling-house, or 40 ft. from a public-“ way ” after a period of 30 years from the passing of such Act, and therefore the owners of such, in anticipation of their property being no longer available after 1874, may be pardoned to some extent for not incurring much expenditure for repairs in the later period of the said time. Unfortunately, however, the so-called vested interests of the butchers proved too strong with the Government for the protection of the public, and Parliament, by the 37th and 38th Vict., c. 67, was induced to perpetuate these Slaughter-

houses in the City of London, under such regulations it is your province to institute and maintain.

The faulty construction of these Slaughter-houses was clearly brought before the notice of the Select Committee of the House of Commons in the evidence given by Sir J. Ogilvy and others, as recently as 1873, but the only action taken by Parliament to remedy the same in the Slaughter-house Act of 1874 (which was based mainly upon the recommendations of the said Committee) is comprised in Section 4, which directs that “The Local Authority may from “time to time *make, alter, and repeal* Bye-laws for “regulating the conduct of any businesses specified “in this Act, which are for the time being lawfully “carried on within their jurisdiction, and the *structure* “of the premises on which such business is being carried “on,” &c. Any Bye-law made in pursuance of this section, and any alteration made therein, and any repeal of a Bye-law, shall not be of any validity until it has been confirmed by the Local Government Board.

Your visit to Aldgate must have convinced you that the premises of these Slaughter-houses generally

were too small for the enormous amount of business done in them, and as, owing to the natural increment of the population, this evil must ever be on the increase, it becomes a very serious question to determine whether a strong remonstrance should not be addressed by the Commissioners of Sewers to Her Majesty's Government against the continuance of the smaller of these places, by providing that slaughtering should only be carried on in houses of such dimensions as would ensure perfect ventilation, and provide the means of carrying on the business with decency and efficiency. This might be done by an "Order in Council," or by the Home Office giving the Commissioners of Sewers power to issue fresh licenses, without which no Slaughter-houses should be allowed to exist. The present licenses were issued in 1848, and have not been revised since that time, whereas outside the City they are (as they ought to be) renewed yearly.

Respecting the means to be adopted to remedy the admitted defects of these Slaughter-houses, your Engineer will advise you ; but, without trenching upon the ground of that officer, it must, I think, be patent that nothing short of an entire reconstruction

of the side walls and roofs of all of them will satisfy the requirements of scientific sanitation, or ensure that complete isolation of each house, which is *the one essential requisite for carrying on the business of slaughtering with due regard to the public health*. It is therefore a *sine qua non* that there should be a solid brick partition or side wall between each Slaughter-house, and that this should extend from the floor to the highest point of the roof.

An exception to this may be made in those places in which an open air passage of 4 or 5 ft. wide exists between the sides of the Slaughter-houses, for here it might be admissible to supplement other means of ventilation and light by glazed sashes, which, however, must be so made as to be readily closed in case of any contagious disease being found to exist in the adjoining house.

I have, however, a strong objection to partitions in any part of the Slaughter-house, Pound, or Lair being constructed of wood, for the reason that this material becomes rapidly sodden by the constant presence of hot moist air, in which state it must inevitably absorb noxious and other vapours, and soon become saturated

with albuminoid organic matter, and afford a ready nidus for the development and propagation of any disease germs which may be floating in the air.

It has been urged that the closure of the present louvres and other apertures in the side walls will restrict the necessary ventilation ; I am, however, of a contrary opinion, believing that it can be demonstrated by a very simple process, viz., the employment of an air meter ; that in proportion to the exclusion of disturbing currents of air from lateral sources, will be an increase in the velocity by which the fresh incoming supply will travel through the channel from front to back of the premises, and that a readier displacement of vitiated air will result. If this should prove insufficient, a constant upward direction of ventilation can be accomplished by mechanical contrivances in the roof of each house.

Without reiterating the reasons which have led me to insist upon this isolation of each Slaughter-house, I will only advert to the very evident facility given for one Slaughter-house to infect its neighbour should these side openings be allowed to continue, an objection which would apply with fatal force should

cattle suffering from contagious disease be imported into any one of them.

It being a well-ascertained fact that myriads of germs or disease-spreading organisms may be given off in the cutaneous exhalations, the excreta, and, possibly, the very breath of infected animals, it is no exaggeration to affirm that one such beast might decimate its neighbourhood, affecting alike the living cattle in the Pounds and Lairs waiting for slaughter, and the dead meat hanging up to cool in the Slaughter-house before it was carried away by the retail butchers. In the latter case, the well-known power of warm fat in rapidly absorbing all kinds of odours, good and bad, would render every precaution to prevent the contamination of the meat already killed inoperative.

It is no argument against these measures to urge that their necessity has not yet been recognised by the unlearned, or to assert that no practical difficulty has arisen in the direction just mentioned, for it must be remembered that the great aim of all modern Sanitary legislation is to discover disease in its germinal condition, and apply such *preventive*

agents as will combat the extension of the mischief when once discovered.

It has been urged by interested persons that no actual injury to health has been proved to result from the existence of Slaughter-houses, even in densely populated and confined situations, but my own experience leads me to an opposite opinion ; in support of which I may recall the circumstance of my having recently reported to you an outbreak of scarlet fever in the immediate vicinity of the Slaughter-houses in Aldgate. Moreover, it is a truism, established by recent researches in vital statistics, that slaughterers and butchers should be regarded as an unhealthy class of men, since they present a much higher rate of mortality than is observed in other trades.

It is now established as an actuarial fact, that this unhealthfulness of calling applies to all trades in connection with animal food, and this has been supposed to depend, in the case of butchers and slaughterers,—First, from their constantly inhaling an atmosphere impregnated with animal matter ;—Secondly, from their exposure to sudden alternations

of temperature and the vicissitudes of weather ; and, —Thirdly, from the large amount of animal food they are known to eat.

It has also been stated with much force that they are necessarily exposed, more than other persons, to fevers and zymotic diseases, from their constantly breathing an atmosphere charged with decomposing, and often putrescent, animal matter.

Mr. Simon, my talented predecessor, in the Blue Book before referred to, insisted that “an atmosphere which smells of organic decomposition, is an unwholesome atmosphere ; that it at least favours the spread, perhaps also what may virtually be considered the production, of morbid infections.”

Second only in importance to the closure of these side openings is the provision that the material facing all the walls inside the Slaughter-house should be of a non-absorbing nature, and I am still of the opinion, which I ventured to urge unsuccessfully when the Bye-laws were framed in November last, that the height mentioned in Bye-law VI. (Appendix, page 44,) is insufficient for the purpose, and that the *whole wall-surface* should be coated with

a "hard, smooth, and impervious material," such as is now used in the wards of our best Metropolitan hospitals. When this is done, the disgusting and blood-stained appearance, seen on the walls of these Slaughter-houses on your recent visit, will be impossible, and one fertile source of disease averted.

Respecting the separation of the lairs from the Slaughter-houses, I still retain a strong conviction that such is both necessary and expedient, although I am not insensible of the difficulty of carrying it out in some few of the Slaughter-houses, whose cramped dimensions render this and other requisite accommodation well nigh impracticable.

Before a clear idea can be entertained of the possible and the impossible improvements in these Slaughter-houses, I strongly recommend that a ground plan be prepared of the whole block in High Street, showing to scale the exact size of each Shop, Lair, Slaughter-house, and out-building, with so much of the surrounding property as will provide a back way into the Slaughter-houses upon a give-and-take line as between immediate neighbours ; should the owners find it their interest to combine for such purpose.

By means of this plan it may be seen how far it may be practicable to reconstruct the whole of these places upon one agreed basis, and prevent, *inter alia*, the objectionable practice of driving the cattle across the public footways into the Slaughter-houses, so much complained of.

It would be of great public advantage, and conduce materially to the proper observance of your Bye-laws for Slaughter-houses, if the licenses authorizing their existence were revised periodically, and I cannot doubt that Parliament would give such power if applied to.

I regard the suppression of these private Slaughter-houses as simply a question of time, and feel convinced that they must give place to public Abattoirs when the prejudices of the trade can be overcome, and the material interests of the butchers and the welfare of the community cease to be in antagonism.

Some such conclusion appears to have influenced the Select Committee of the House of Commons which reported upon the subject in July, 1873, for they state that, in their opinion, it would be desirable

to diminish the number of these private Slaughter-houses, and as a matter of fact the tendency of popular favour has been in the direction of such diminution, for whereas in the year 1851 there were 135 Slaughter-houses in the City, there are at the present time but 28, whereas there are 1,500 in the Metropolitan District, and the number is constantly increasing.

I have the honour to be,

GENTLEMEN,

Your obedient Servant,

W. SEDGWICK SAUNDERS.

REPORT

OF

THE ENGINEER.

TO THE SANITARY COMMITTEE OF THE HONOURABLE THE COMMISSIONERS OF SEWERS OF THE CITY OF LONDON.

SEWERS OFFICE, GUILDHALL,

1st June, 1875.

GENTLEMEN,

SLAUGHTER-HOUSE REGULATIONS.

In pursuance of your directions to report as to the works necessary to render the Slaughter-houses in Aldgate suitable for their purpose, I have inspected the said Slaughter-houses, considered the existing and proposed Bye-laws, and conferred with your Medical Officer thereon, and now beg to report to you my opinion, so far as the matter lies within my department.

Proposed Bye-laws Nos. 1, 2, 3, 4, and 5, (Appendix, pages 43, 44), relating to paving, drainage, water supply, and ventilation, generally contain all that I can suggest.

Proposed Bye-law No. 6 (Appendix, page 44), requires that the walls of Slaughter-houses shall be covered with a hard, smooth, impervious material, to a height of 4 ft. 6 in. at least. I think that a height of 6 ft. is better; the surface can be easily reached at that height, and a well-cleaned impervious surface is better than one which has to be washed with quicklime.

Proposed Bye-law No. 8 (Appendix, page 45) requires the poundage for the live cattle to be properly lighted and ventilated, and to have a strong close partition, extending from the floor to the ceiling, to separate them from the slaughtering spaces.

Proposed Bye-law No. 9 (Appendix, page 45) is for separating adjacent Slaughter-houses from each other, by carrying up brick walls from the floors to the roofs, and I am unable to suggest any better means of accomplishing the object than that proposed.

With reference to Bye-laws Nos. 8 and 9 (Appendix, page 45) I have, however, to state that many of the Slaughter-houses are at the present time immediately contiguous to others, either at their ends or sides; the divisions between them are from 7 to 8

feet high, and are then continued upwards towards the roofs by some sort of open wooden framework, air can thus circulate across the Slaughter-houses, and the arrangement offers but small hindrance to the diffusion of foul vapours.

Divisional walls carried up to the roofs will much affect the ventilation of some of these Slaughter-houses, in some cases, in fact, almost destroy it; other ventilation can only then be obtained from the roofs, which in some instances may be an improvement, in others not, but the alteration will involve the reconstruction of the roofs.

Ventilation by the roofs, or, indeed, under the present system, will be more difficult to effect satisfactorily if the poundage is partitioned off from the slaughtering spaces in the manner proposed by Byelaw No. 8 (Appendix, page 45).

There are at some places very narrow passages, open to the sky, intervening between two Slaughter-houses. It appears to me worthy of consideration whether under such circumstances they should not be deemed to be sufficiently separated from each other.

Proposed Bye-laws Nos. 7, 10, 11, 12, 13, 14, and 15, relate to management only, and are not within my province to report on.

In conclusion I may state that it appears to me that the business now carried on in these Slaughter-houses is generally larger than their area and other conditions permit of being done in a satisfactory manner ; they are for the most part old, and their roofs and partitions in an indifferent state of repair, attributable probably to their abolition having been anticipated ; but as they are to remain, and, as it may be assumed, they are a valuable property, the proper way would be to demolish and reconstruct most of them, even then the objection against their site and small size would remain, but much improvement might be effected, if adjoining proprietors would concur in some general rearrangement for mutual advantage, although I do not disguise from myself that the tenures of the property may stand in the way of such arrangements.

I have the honour to remain,

GENTLEMEN,

Your most obedient Servant,

WM. HAYWOOD,
Engineer and Surveyor.

APPENDIX.

BYE-LAWS TO BE REPEALED.

CITY OF LONDON.—SLAUGHTER-HOUSES.—BYE-LAWS approved by the Commissioners of Sewers of the City of London, at their MEETING on Tuesday, the 1st December, 1874, according to the provisions of the Slaughter-houses, &c. (Metropolis), Act, 1874 (37 and 38 Victoria, cap. 67), and submitted to the Local Government Board for confirmation, as required by the said Act.

BYE-LAW I.

That each Slaughter-house be paved with asphalte, or with flag-stone, set in cement, and be laid with proper slope, and channels towards a gully.

BYE-LAW II.

That each Slaughter-house be effectually drained by an adequate glazed-pipe drain, communicating directly with the public sewers, and be set in concrete and jointed with cement; that the gully at the inlet communicating with the drain be well trapped with a stoneware syphon trap, or other trap of

approved form and construction, and be covered with a grating, the bars of which shall not be more than $\frac{3}{8}$ ths of an inch apart, which grating must be fastened with a lock and key.

BYE-LAW III.

That each Slaughter-house be provided with adequate cisternage and water-supply, and be thoroughly washed and cleansed directly after the slaughtering is completed.

BYE-LAW IV.

That each Slaughter-house be properly lighted, and ventilated by louvre boards or otherwise, to the satisfaction of the Medical Officer of Health.

BYE-LAW V.

That no cesspool for blood, dung, offal, or other purpose, or water-closet, privy, urinal, or any opening to such places, shall be permitted to remain or to be constructed within any Slaughter-house or Lair.

BYE-LAW VI.

The inner walls of every Slaughter-house shall be covered with hard, smooth, impervious material, to the height of 4 ft. 6 in. at least, which shall be always kept thoroughly clean and in good order and repair, and the internal surface of the roofs and upper portions of the walls shall be thoroughly washed with quicklime at least once every three months.

BYE-LAW VII.

Every occupier of a Slaughter-house shall provide and keep a sufficient number of movable receptacles, with tightly-fitting covers, for the purpose of receiving and conveying away all blood, garbage, filth, and other offensive material, and shall in all cases immediately after the killing and dressing of cattle in each Slaughter-house cause all such blood, garbage, and filth, &c., to be placed in such covered receptacles, and the same, together with all fat, hides, skins, and tripe, shall be removed from the premises daily, between the hours of Seven p.m. and Seven a.m. Blood and garbage shall not be permitted to flow into the sewer.

BYE-LAW VIII.

Each Slaughter-house shall be provided with adequate lairage or poundage, properly lighted and ventilated, for the live cattle, and there shall be erected a strong closed partition, extending from the floor to the ceiling, to separate them from the slaughtering space. And no dead meat shall be kept in any such pound or lair; and no calves or pigs shall be kept in any Slaughter-house, lair, or pound between the hours of Eight p.m. and Six a.m.

BYE-LAW IX.

That every Slaughter-house be separated from an adjoining Slaughter-house in a different occupation by a brick wall of at least nine inches thickness, to extend from the ground to the height of the Slaughter-house.

BYE-LAW X.

Rooms situated over a Slaughter-house shall not be inhabited under any pretext whatever, and no rooms or lofts shall be constructed anew over any Slaughter-house.

BYE-LAW XI.

A Slaughter-house shall not be used for any purpose other than that for which it is licensed, and no slaughtering shall be conducted within public view.

BYE-LAW XII.

In case of any diseased or unsound cattle being brought to a Slaughter-house, the occupier shall forthwith give information thereof to the Clerk of the Commissioners of Sewers, or to the Medical Officer of Health of the City of London.

BYE-LAW XIII.

The occupier shall not keep, or permit to be kept, any cattle in the premises except for the time absolutely necessary previous to slaughter, or permit to be slaughtered therein any animal that is not intended or fit to be used for human food.

BYE-LAW XIV.

The officers of the Commissioners shall have free access at all reasonable hours to any Slaughter-house within the City.

BYE-LAW XV.

A copy of these Bye-laws shall be affixed and retained in a conspicuous place in every Slaughter-house, and be from time to time renewed, so as to be always in a legible and perfect condition.

BYE-LAW XVI.

If the occupier of any Slaughter-house break any of the above Bye-laws, or omit or neglect to perform any of the provisions thereof, he shall be liable to a penalty for any one offence not exceeding the sum of Five Pounds, or in the case of a continuing offence, the sum of One Pound for every day during which such offence is continued after conviction for the first offence.

BYE-LAW XVII.

A Court of Summary Jurisdiction may by Summary Order suspend or deprive any occupier of a Slaughter-house altogether of the right of carrying on any such business, as a penalty for the breach of any one of these Bye-laws.

At a Meeting of the Commissioners of Sewers of the City of London, held in the Guildhall, on Tuesday, 1st December, 1874, it was resolved, That no new Slaughter-house be allowed to be established within the City of London or the Liberties thereof.

LOCAL GOVERNMENT BOARD,

WHITEHALL, S.W.,

21st April, 1875.

SIR,—I am directed by the Local Government Board to advert to the subject of the Bye-laws proposed by the Commissioners of Sewers for the City of London under the provisions of the Slaughter-houses Metropolitan Act, 1874.

The Board have delayed dealing with the same until certain questions which arise upon that Act had been considered by the Law Officers of the Crown. Their opinions have been obtained, and this Board will have to explain one of them to the Commissioners hereafter ; but they wish to have the observations of the Commissioners upon the accompanying copy of a communication from certain owners of Slaughter-houses, which has been forwarded to this Board by Mr. Crouch.

The Board wish to submit for the consideration of the Commissioners the following provisions, which have been strongly recommended to the Board :—

“ The premises shall be on the ground level. The approach
 “ to them shall not be through any dwelling-house or shop.
 “ The approach shall be level from the public street or way, or
 “ if the street or way shall not be on the same level as the
 “ ground, the approach shall be an incline of not more than
 “ one in four.

“ The occupier shall not keep, or permit to be kept, any
 “ cattle in the Slaughter-houses for more than two hours
 “ before slaughtering them, nor shall keep, or permit to be
 “ kept, any cattle elsewhere on the premises, except in
 “ properly constructed pounds or lairs. The occupiers shall
 “ not permit to be slaughtered on the premises any animal
 “ that is not intended, or is unfit, to be used for human food.

“ He shall cause every pound or lair for the keeping of
 “ animals on the premises to be provided with an adequate
 “ supply of water, and to be properly paved, drained, and
 “ ventilated. He shall not allow any pound or lair to have
 “ above it any inhabited room.

“ He shall cause every pound or lair used for keeping
 “ animals previous to slaughtering to be kept clean, and the
 “ walls thereof to be thoroughly washed with hot limewash at
 “ least once in three months.”

I am, Sir,

Your obedient Servant,

DANBY · P. FRY,

Assistant Secretary.

To JOSEPH DAW, Esq.,

Clerk to the Commissioners of Sewers,

Sewers Office,

Guildhall, E.C.

(Copy.)

SLAUGHTER-HOUSES, &c. (METROPOLIS), ACT,
1874, 37 AND 38 VIC., CAP. 67.

NOTICE of objection to the Bye-laws made or approved by the Commissioners of Sewers of the City of London, on Tuesday, the 1st of December, 1874, according to the provisions of the above-mentioned Act.

In pursuance of the power given by Section 4 of the said Act, the undersigned (being persons aggrieved) hereby forward to the Local Government Board the following objections to the proposed Bye-laws :—

As to Bye-law No. 4 (Appendix, page 44).—It is submitted that the words “to the satisfaction of the Medical Officer of Health” should be omitted from this Bye-law, or that, at least, the word “reasonable” should be inserted before the word “satisfaction.”

Having regard to the heavy penalties which are provided by the last two Bye-laws, it should be in the power of the Court of Summary Jurisdiction to hear evidence to show

that the lodging and ventilation are proper, and not to be bound to convict on the opinion of the Medical Officer. The prosecutor becomes the judge also, if there is no possibility of bringing evidence in opposition to his opinion. The Slaughter-house is required to be "properly ventilated," and that is a question of fact upon which the occupier and his witnesses should be heard as well as the prosecutor.

As to Bye-law No. 8 (Appendix, page 45).—The following words in this Bye-law, namely, "and there shall be erected
"a strong closed partition, extending from the floor to the
"ceiling, to separate them (which word grammatically refers
"to the 'live cattle,' but probably is intended to refer to the
"lairage and poundage, if there be both), from the slaughter-
"ing space."

If, firstly, this requirement has been made with the object of preventing any live cattle in the lairage and poundage from seeing what is being done in the Slaughter-house, the undersigned beg to state, as a matter of fact within their own experience and knowledge, that live cattle take no notice whatever of the slaughtering of other animals. But if a close partition (having, however, of necessity, although not provided for a door in it through which the animals could be led from the lair or pound into the Slaughter-house) were erected 6 feet in height from the level of the floor or pound, the animals there would be effectually prevented from seeing what was being done in the Slaughter-house.

If, secondly, by the proposed partition it is intended to keep injurious effluvia, supposed to arise from the live cattle in the lairage or pound, out of the Slaughter-house, the undersigned assert, as a matter of fact within their own knowledge, that no offensive effluvia arises from a live healthy animal; and seeing that, by Bye-law No. 13 (Appendix, page 46), the occupier is not to keep any cattle on the "premises" (a term to which no interpretation is given in the Bye-laws, but which would no doubt include the lairage and poundage), except for the time absolutely necessary previous to slaughter, no injurious effect whatever upon the dead meat can be produced by the existence of free communication between all parts of the premises.

While, therefore, it is submitted that there is no reason for requiring the solid partition in question, there is, on the other hand, every reason why it should not be required, because its existence would have the effect of diminishing that which is certainly most desirable, viz., the largest possible air space and the best through ventilation. The more open the Slaughter-house is, the better, and nothing is less desirable than to have blank walls or close partitions to the Slaughter-house.

The same observation applies—

*As to Bye-law No. 9 (Appendix, page 45).—*There is every reason for providing that from whatever quarter the wind may blow, it should gain access, in certain states of the

weather, to the upper part of the Slaughter-house, and the best construction in the case of a row of Slaughter-houses would be, that there should exist means of through ventilation from end to end and side to side. Brick walls to the height of six or seven feet, and then the largest possible openings fitted with louvre boards, would be far preferable to closed partitions from floor to ceiling. To box up a Slaughter-house with solid walls is the worst possible mode of construction.

The undersigned are not aware of any evil that can arise from the construction they propose, while that provided by the proposed Bye-laws is essentially injurious.

As to Bye-law No. 12 (Appendix, page 46).—The word “unsound” should be omitted, as it is submitted that it will be sufficient if notice of “diseased” cattle is required to be given. An animal may be said to be “unsound” if, for instance, it should slip down and break one of its legs, but no good purpose would be served by giving notice of that fact, or of any other similar unsoundness which does not involve “disease.”

It is further objected, and submitted, that the Commissioners of Sewers for the City of London have now allowed the four months to expire within which they were authorised to make Bye-laws as to “the mode in which application is to be

“made to the Local Authority for their sanction to establish
“anew any business under this Act,” as provided in the first
paragraph of the 4th section of the Act, and that, consequently, the power given to the Local Government Board by
the last paragraph of the said section has come into operation,
and it is asked that such power should be exercised.

The said Commissioners of Sewers have passed a Resolution
in the following words : “That no new Slaughter-house be
“allowed to be established within the City of London, or the
“Liberties thereof.” This Resolution, it is humbly submitted,
is not a compliance with the spirit or the words of the Act,
but is clearly contrary to both. The Act contemplates the
erection of new Slaughter-houses, by giving the Local
Authority power to regulate by Bye-laws the mode in which
application shall be made for the same.

There are sites towards the outer margin of the City which
would be eligible, at least as substitutes, for sites now occupied
by Slaughter-houses in closer neighbourhoods.

The Resolution referred to is, in fact, “Legislature,” and
that contrary to the Act of 1874.

“The City of London Sewers Act, 1848,” providing for
no new Slaughter-houses being erected in the City, was
amended by “The City of London Sewers Act, 1851,” by
Section 18 of which latter Act provision is made as to
licensing new Slaughter-houses in the City of London.

No. 2 of the Bye-laws made by the Metropolitan Board of Works is an example of such a Bye-law as it is submitted the Commissioners of Sewers for the City of London should have made, and which it is asked the Local Government Board should now make, or require to be made.

SIGNED BY THIRTY-SIX OWNERS OF SLAUGHTER-
HOUSES IN ALDGATE HIGH STREET, AND
OTHERS.

